

City of San Pablo

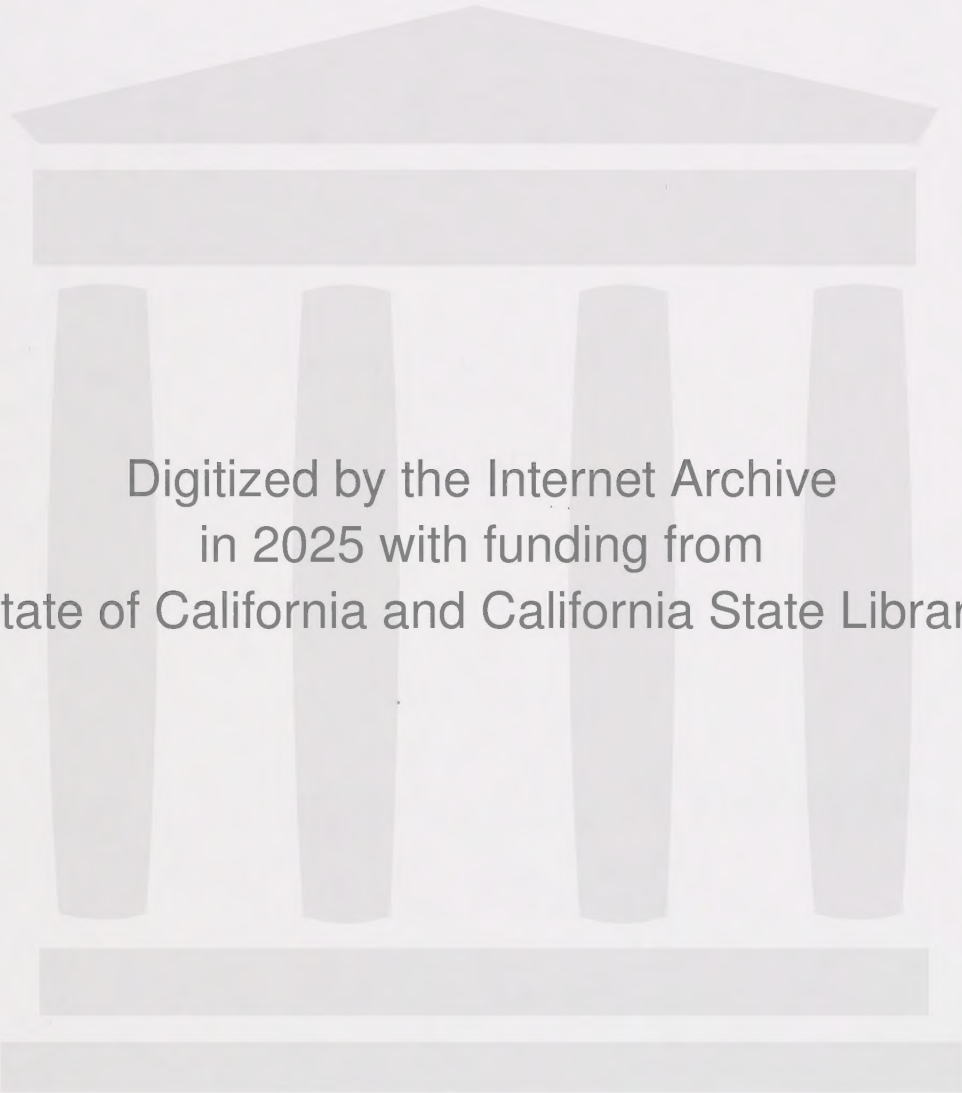
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Growth Management Element

Adopted: April 20, 1992



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CR 216

RESOLUTION NO. 92-37

RESOLUTION OF THE CITY COUNCIL OF THE CITY OF SAN PABLO ADOPTING THE GROWTH MANAGEMENT ELEMENT OF THE GENERAL PLAN FOR THE CITY OF SAN PABLO.

WHEREAS, the Contra Costa Transportation Improvement and Growth Management Program (Measure "C"), approved by Contra Costa voters in 1988, requires all cities within the County to adopt a Growth Management Element; and

WHEREAS, the City of San Pablo has prepared a draft Growth Management Element pursuant to Measure "C" guidelines; and

WHEREAS, the Draft of the Growth Management Element has been submitted to the Contra Costa Transportation Authority and other interested groups, agencies and special districts for review and comment; and

WHEREAS, an environmental assessment of the possible project impacts resulted in a Negative Declaration of environmental impacts; and

WHEREAS, the Planning Commission of the City of San Pablo conducted a duly noticed public hearing on April 7, 1992, received public comments, approved the Negative Declaration and adopted a resolution recommending that the City Council adopt the Growth Management Element; and

WHEREAS, the City Council held a public hearing on April 20, 1992, to hear public comments on the Negative Declaration and the Growth Management Element, and has approved the Negative Declaration.

NOW, THEREFORE, BE IT RESOLVED, that the City Council of the City of San Pablo hereby adopts the Growth Management Element to the General Plan.

* * * * *

Adopted the 20th day of April, 1992, by the following vote to wit:

AYES: COUNCILMEMBERS Brown, Angela, Wysinger, Gomes and McNeil

NOES: COUNCILMEMBERS None

ABSENT: COUNCILMEMBERS None

ATTEST:

APPROVED:

/s/ Charlotte Maggard
Charlotte Maggard, City Clerk

/s/ Leonard McNeil
Leonard McNeil, Mayor

I HEREBY CERTIFY THAT THE FOREGOING IS A FULL, TRUE
AND CORRECT COPY OF RESO. No. 92-37

Charlotte Maggard
CITY CLERK



GROWTH MANAGEMENT ELEMENT

1. PURPOSE AND AUTHORITY

1.1 Purpose.

The purpose of the Growth Management Element is to establish policies and standards for traffic Levels of Service (LOS), and performance standards for fire, police, parks, sanitary facilities, water and flood control in order to ensure generally that public facilities are provided consistent with adopted standards. By adopting and implementing this Element, the City of San Pablo intends to establish a comprehensive, long-range program that will match the demands for public facilities generated by new development with plans, capital improvement programs and development mitigation programs. The intent is not to limit growth, but to ensure that it takes place in a manner that will protect the health, safety and welfare of both existing and future residents of the City of San Pablo.

1.2 Authority.

The Growth Management Element is adopted pursuant to the authority granted to local jurisdictions by Section 65303 of the Government Code of the State of California which states:

"The general plan may include any other elements or address any other subjects which, in the judgement of the legislative body, relate to the physical development of county or city"

The Growth Management Element also is consistent with the requirements of the Contra Costa Transportation Improvement and Growth Management Program (Measure C), approved by Contra Costa voters in 1988.

The approval of Measure C established a 0.5% sale tax county-wide. Revenues from this tax is to be dedicated to transportation projects in Contra Costa County. Transportation projects to be funded under Measure C fall into three main categories:

1. Specific projects identified in the Measure itself;
2. Paratransit programs;
3. Transportation projects funded by return-to-source funds.

Return-to-source funds are revenues derived from the additional sales tax which are distributed to the local jurisdictions (cities and the county) for use on local, subregional and/or regional transportation improvements and maintenance projects.

One of the prerequisites for a jurisdiction to receive return-to-source funds is the preparation and adoption of a Growth Management Element, which must be incorporated into the city's General Plan.

1.3 Relationship to Other General Plan Elements.

All General Plan Elements, whether required or optional, have equal status. Policies throughout the Plan, including the Growth Management Element, must be internally consistent. This means that no set of policies supersedes others in the Plan, and no policies may be in conflict with each other.

The Growth Management Element works in conjunction with the Land Use Element to ensure that development proceeds, as depicted on the Land Use Plan diagram, in a manner which will not negatively affect facility and service standards for existing land uses. In this regard, it should be noted that developments which cannot meet these standards will not be approved, even if the proposed development is otherwise consistent with the Land Use Plan diagram.

The Circulation Element is also closely tied to the traffic level of service demands and performance standards addressed in the Growth Management Element. Designation of types of streets and planned improvement of streets must be consistent between the two elements and also the Action Plan for Regional Routes and the Congestion Management Plan.

In addition, the element contains implementing programs to encourage the attainment of the potential physical development indicated in the Land Use Element by the inclusion of specific performance criteria for new development to facilitate the attainment of the goals and objectives of the Open Space & Conservation Element; the Public Safety Element; the Public Facilities Element; and the Housing Element.

1.4 Organization of the Growth Management Element.

The Growth Management Element establishes Traffic Level of Service (LOS) Standards in Section 2, Other Performance Standards in Section 3, Jobs and Housing Balance Opportunities in Section 4, and a Glossary in Section 5. The goals and policies for each section shall be numbered sequentially, with the first number being the Section

and the second the goal/policy number, e.g., G2.1 would be Goal 1 of Section 2, while P3.2 would be Policy 2 of Section 3.

2. TRAFFIC SERVICE STANDARDS AND PROGRAMS

2.1 Introduction.

This section of the Growth Management Element describes the relationship of the service standards and programs of this element to the policies contained in the land use and circulation elements of the City's General Plan. Definitions for various terms, organizations and programs discussed in this section may be found in Section 5, Glossary.

To carry out the goals and objectives of the Land Use and Circulation Elements of the General Plan, new development will be required to demonstrate that the service standards contained within this Element will be met at time of approval of any such project. Any negative effects of such growth will be mitigated through development fees and other extractions that may be deemed necessary. The improvements needed to implement the Circulation and Public Facilities Elements of the plan will be directly tied to and dependent upon the implementation of the Land Use Element. Similarly, implementation of the Land Use Element will only proceed when any proposed development can demonstrate that the standards of the Growth Management Element can be met by the new development.

The basic traffic service standards are to be measured by the performance of an intersection or roadway segment based upon Level of Service (LOS). LOS is a measure of the ratio of the vehicle volume to capacity of a roadway or intersection and is expressed as a letter A through F. In general LOS A indicates a free flowing condition, while LOS F describes a very congested condition, with long delays. Routes of Regional Significance are those roadways which carry significant volumes of through traffic, which neither begins nor ends within the City. They generally include Interstate Freeways, State Highways, and local roads which due to their location between job and housing centers, carry significant volumes of intra-county trips. All other roadways included in the circulation network of the General Plan are considered Basic Routes. Signalized intersections on Basic Routes are those roadways referred to in the Growth Management Program of Measure C to which LOS standards are to be applied to determine whether proposed projects will have a negative impact on the circulation system of the City.

San Pablo is unique in that all signalized intersections within the City boundary fall upon Regional Routes, and will be addressed in detail in the Action Plan for the West County Subregion. Basic routes within the City almost entirely are local streets serving the

residential neighborhoods and operate at or better than the LOS standards specified in Measure C Growth Management Program.

A computer traffic model has been developed for the West County Subregion that has incorporated current traffic counts for all major highways and arterial streets, and existing and planned development. The West County model is divided into 311 traffic zones, and will be used to forecast the impact of new significant development occurring within the West County area, including the cities of El Cerrito, Hercules, Pinole, Richmond, San Pablo and the unincorporated area of West County.

2.2 General Goals.

G2.1 Provide for the levels of growth and development depicted in the Land Use Element, while preserving and extending the quality of life through the provision of public facilities and services necessary to protect the public health, safety and welfare.

G2.2 Provide for a cooperative inter-jurisdictional growth monitoring and decision making process and coordinated planning between San Pablo and its neighboring cities, the County, and other public and regional agencies.

G2.3 Provide for a safe, attractive and efficient circulation system that ensures continued convenient access to all residential, business and recreational areas by all modes of transportation.

2.3 Traffic Standards and Related Policies.

Routes of Regional Significance. The map on page 4A depicts Routes of Regional Significance that have been designated by the City of San Pablo in cooperation with the West Contra Costa Transportation Advisory Committee (WCCTAC), its Technical Advisory Committee (WCCTACTAC) and the Contra Costa Transportation Authority (CCTA). San Pablo has and will continue to participate with all applicable agencies in developing and implementing the West County Action Plan for these Regional Routes.

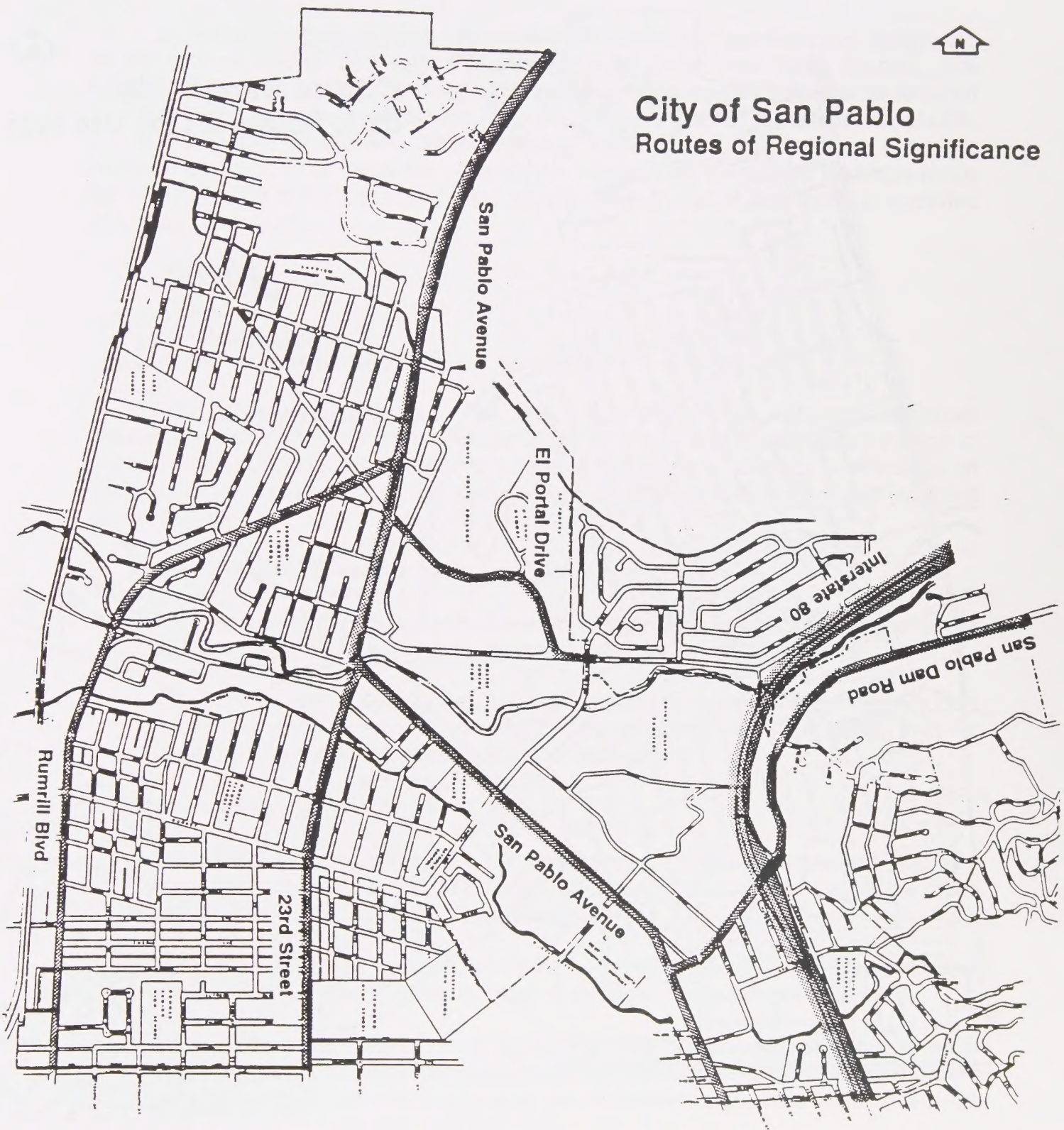
The following roadways are proposed as Routes of Regional Significance for San Pablo:

**Interstate 80
El Portal Drive
Rumrill Boulevard
San Pablo Avenue
San Pablo Dam Road
23rd Street**



City of San Pablo

Routes of Regional Significance





Suburban



Urban



Standards for Basic Routes. All roads within the City of San Pablo not designated on the map of Routes of Regional Significance are considered Basic Routes. The following standards shall apply to signalized intersections on Basic Routes as required by the Growth Management Program. See the Glossary Section for discussion of LOS, V/C and land use categories. Street layout of Basic Routes and land use types are depicted on the map on page 5A. (Except for a small area developed by single family homes on 10,000 sqft parcels and the adjacent cemetery, all of San Pablo is classified as Urban Land Use).

(1) Rural:	LOS low-C (v/c = 70 to 74)
(2) Semi-Rural:	LOS high-C (v/c = 75 to 79)
(3) Suburban:	LOS low-D (v/c = 80 to 84)
(4) Urban:	LOS high-D (v/c = 85 to 89)
(5) Central Business District:	LOS low-E (v/c = 90 to 94)

Application of Standards. The above standards shall apply to signalized intersections on all Basic Routes unless the City and the CCTA have made Findings of Special Circumstances based upon the criteria published in Section 5, "Findings of Special Circumstances: Basic Routes", of the CCTA Implementation Guide, adopted December 1990.

Level of Service Standards are considered to be met if:

- (1) Measurement of actual conditions at the intersections indicate that operations are equivalent to or better than those specified in the above standard; or
- (2) The City has, in its adopted five-year Capital Improvement Program, included project(s) which, when constructed, will result in operations better than or equivalent to those specified in the above standard.

2.4 Implementing Policies and Programs.

P2.1 Adopt and implement a development mitigation program requiring developers to pay the costs necessary to mitigate impacts of their development projects on the local transportation system.

P2.2 Participate in development of a regional traffic mitigation program and Action Plan for West County Subregion through membership in WCCTAC.

P2.3 Ensure that revenue from Measure C shall not be used to replace private developer costs and that new development pays its share of the costs associated with providing facilities for fire, police, parks, sanitary, water and flood control, by

attaching project specific mitigation requirements as conditions of approval for any new development.

P2.4 Actively participate in cooperative, multi-jurisdictional regional transportation planning to reduce cumulative regional traffic impacts of development through membership in WCCTAC.

P2.5 Develop program to systematically monitor and review performance standards for intersections within the City on a periodic basis. Un-signalized intersections will also be monitored and reviewed in cases where such an intersection is expected to meet the traffic signal warrants within the current five year CIP. In the event that any Basic Route signalized intersection that falls below LOS standards, the City shall consider amendments to its General Plan, Zoning Ordinance, Capital Improvement Program or other relevant plans and policies, necessary to bring such intersection into conformance with the standards.

P2.6 In the event that such amendments described in Policy P2.5 are not feasible or possible for reasons specified in the CCTA's "Criteria for Findings of Special Circumstances", application for findings of special circumstances shall be made to the CCTA. The request shall include identification of alternative standards and proposed mitigation measures.

P2.7 Capital projects sponsored by the City and necessary to maintain and improve traffic operations will be included in the five year CIP. Funding sources for such projects as well as intended project phasing will be generally identified in the CIP.

P2.8 Participate in the CCTA's conflict resolution process as needed to resolve disputes related to the development and implementation of Action Plans and other Measure C transportation related issues.

P2.9 Upon adoption of the Action Plan for the West County Subregion, the City shall implement specified local actions in a timely manner, consistent with the adopted Action Plan.

P2.10 Adopt and implement a Transportation Demand Management (TDM) Program in cooperation with other jurisdictions within West County Subregion to attain traffic service standards.

P2.11 Annually complete and submit a compliance checklist to the CCTA for the purpose of reporting on compliance with the Contra Costa County Growth Management Program.

P2.12 Require traffic impact analysis for any development project which is estimated to generate 100 or more AM or PM peak-hour trips based upon the trip generation rates as listed in the Institute of Traffic Engineers (ITE) Trip Generation, 4th Edition. (Examples of different types of developments that would meet the 100 trip threshold are shown on Table 2.1)

Table 2.1
Examples of Developments Meeting 100 Trip Threshold

Development Type	Approximate Size	AM Trips ¹	PM Trips ¹
Single Family	100 units	75	100
Condominium	180 units	80	101
Apartments	150 units	80	101
Hotel	140 rooms	102	96
Fast Food Restaurant	3,900 sqft (gross bldg area) ²	100	64
Shopping Center	14,000 sqft (gross bldg area) ²	25	100
General Office	36,000 sqft (gross bldg area)	100	100

1. Source ITE Trip Generation, 4th Edition
2. Assumes adjustments to weighted average trip generation rates due to high proportion of pass-by trips - 45-50% for fast food; 40% for shopping center

P2.13 Any required traffic impact analysis shall determine whether the project could cause a signalized intersection or freeway ramp to exceed the applicable standard and shall identify mitigation and costs necessary to bring the intersection or ramp into conformance with LOS standards. In no event shall Local Road Improvement and Maintenance Funds replace development mitigation cost requirements.

P2.14 No new development project expected to generate over 100 peak-hour vehicle trips in the peak direction will be approved unless the City has made Findings of Consistency with the Level of Service Standards adopted in Section 2.3 of this Element.

Findings of Consistency may be made only if a traffic impact analysis shows that project approval is consistent with the adopted Action Plan for West County Subregion with respect to Routes of Regional Significance and will not result in violation of adopted standards at any Basic Route intersection unless (1) projects included in the City's five year CIP will result in attainment of the standards; or (2) Findings of Special Circumstances including imposition of appropriate mitigation measures have been adopted by the City and the CCTA.

P2.15 Participate in the development and implementation of the State mandated Congestion Management Program (CMP) for Contra Costa County by working cooperatively with the CCTA (designated as the Congestion Management Agency for Contra Costa County), WCCTAC and other public and regional agencies.

P2.16 Incorporate the Level of Service Standards of Section 2.3 into the review of new development projects. If it cannot be demonstrated prior to project approval that levels of service are guaranteed, development shall be temporarily deferred until the standards can be met or assured.

P2.17 Place a higher priority of facilitating trips with origins or destinations within the community rather than on efforts to provide improvements for through trips.

3. OTHER PERFORMANCE STANDARDS

3.1 Introduction.

The Growth Management Program mandates the establishment of infrastructure performance standards for six types of public facilities or services, which include parks, fire and police facilities, sanitary facilities, water service and flood control. Adoption of these standards by the City indicates the City's commitment to ensure that base levels of service for the community are maintained and are not negatively impacted by new development. New development within the City will not be approved unless these standards are met, or can be assured of being met prior to issuance of building permits.

In most cases, the City must rely on individual service providers to judge and set performance standards appropriate to their service area. These are special service districts that operate independently of the City and are accountable only to their governing boards and the electorate of the service area. The City does provide the special districts with copies of the General Plan which describes the location and intensity of future growth of the City, and which may be used to determine the need for improvement of existing facilities or construction of new facilities. Fees and mitigation measures for use of these services by any new development are generally implemented by the special districts at the time of construction.

3.2 General Goals.

G3.1 Achieve and maintain a level of service that meets or exceeds the City's adopted performance standards for public facilities which includes parks, fire and police facilities, sanitary facilities, water services and flood control and drainage.

G3.2 Provide and maintain a level of public infrastructure facilities that will adequately serve the present and future needs of the City.

3.3 Facilities Inventory.

a. Parks and Recreation Facilities. The Public Facilities Element of the General Plan provides an inventory of the existing parks and recreation facilities located within the City of San Pablo.

b. Fire Stations. The City of San Pablo is served by the West County Fire District, which is managed under contract by the Richmond Fire Department. There is one station, centrally located within the City at 13928 San Pablo Avenue. The station contains a single engine and responds to approximately 150 service calls per month. The station currently does not meet seismic safety standards and the Fire Commission and the County Board of Supervisors are considering either retro-fitting the existing station or demolition and construction of a new station. Should a new station be constructed, it is vital that it be centrally located so as to continue to provide adequate response time to the surrounding community.

c. Police Stations. San Pablo has one central police station, located in the Civic Center at One Alvarado Square (San Pablo Avenue - Church Lane intersection). San Pablo Police Department has 36 authorized positions, a ratio of 1.43 officers per 1000 population, slightly lower than the usual national standard of 1.5 positions per 1000.

d. Sanitary Facilities.

(1) Refuse Disposal and Sanitary Landfill. The Richmond Sanitary Service (RSS) currently provides refuse collection and disposal for the City of San Pablo. RSS operates the West Contra Costa Sanitary Landfill at the foot of Parr Boulevard in the North Richmond area. The landfill currently accepts solid waste from Contra Costa and Marin Counties. The landfill will reach its capacity in 1992-93 if the current pace of deliveries continues.

San Pablo is a member of the Integrated Waste Management Authority JPAII, which was created in 1991 for the purpose of potentially owning, operating, and regulating a West County Integrated Resource Recovery Facility (IRRF). JPAII membership is composed of the cities of El Cerrito, Hercules, Pinole, Richmond, and San Pablo and the West Contra Costa Sanitary District. Each city has adopted Source Reduction and Recycling Element (SRRE) and Household Hazardous Waste Element

(HHWE) as required by the California Integrated Waste Management Program (AB939). Part of the implementation of the programs contained within the Elements is the establishment of an IRRF to serve West County to house a transfer station, a material recovery facility, and a household hazardous waste drop-off facility. Non-recyclable solid waste would be transported to a landfill for final disposal.

(2) Sanitary Sewer Facilities. The City of San Pablo lies within the boundaries of the West Contra Costa Sanitary District (WCCSD), which is the agency responsible for the regulation of sanitary waste water within the City. Primary and secondary treatment is performed at the WCCSD's water pollution control plant facility located west of Garden Tract Road in North Richmond. The average dry weather design capacity is 9.5 million gallons per day (mgd), and the wet weather capacity is 21 mgd. The flow may reach as much as 50 mgd in a single 24 hour period during extreme rainfall events. In such cases, the flow greater than 21 mgd is retained in flow equalization basins until the rains end. Stored wastewater is then drained back for treatment and disposed to an outfall diffuser in the bay.

Certain zones within the system experience higher infiltration rates than others due to condition of lines and ground water levels. WCCSD has scheduled replacement of 3,770 feet of pipelines within San Pablo over the next two fiscal years. These lines are approximately fifty (50) years old and reaching capacity. The cost of pipeline improvements for capacity requirements due to a new development are paid for by the developer.

e. Water Service Facilities. The East Bay Municipal Utility District (EBMUD) has jurisdiction over the water service lines in the City of San Pablo. Potable water is supplied locally from the Briones and San Pablo Reservoirs via the Mokelumne River in the Sierra Nevada Mountains and local rain fall.

In the past 25 years the number of customers served by EBMUD has increased significantly. In order to continue to provide adequate service EBMUD proposes the following plans for its overall service area:

- (1) improve water conservation and reclamation
- (2) enhance watersheds
- (3) improve levees and foundations
- (4) improve treatment programs

With the above improvements, EBMUD expects to be able to meet projected future demands at least into the 2020s.

f. Flood Control and Storm Drainage Facilities. Flood control currently consists mainly of maintenance of existing storm drains and the management of Wildcat, San

Pablo and Rheem Creeks. Many of the older storm drains are constructed of corrugated metal pipe (CMP) that are in poor condition and should be replaced and enlarged to accommodate heavy rains during wet winters.

The Army Corps of Engineers began in 1986 a major six-year flood control construction project on Wildcat and San Pablo Creeks. The overall objective is to provide flood protection from the 100 year flood. Upon completion, the 100 year flood flows will be contained within the creeks' channel banks. The current 100 year flood limits include less than 1% of the City, generally at the intersection of the westerly city limits with San Pablo and Rheem Creeks. Approximately 50% of the City lies within the 500 year flood zone (bounded on the east by Church Lane, south by Market Avenue and north by Rheem Creek). The remaining area of the City is outside of the 500 year flood.

New development increases storm runoff into the creeks and storm drains by increasing impervious surface areas such as streets and roofs. Resulting runoff contains many pollutants, including pesticides, oil, gasoline, and eroded soils from construction sites. Part of the task of flood control and storm drainage management is to control the amount and type of material entering the creeks and ultimately the Bay. San Pablo is one of the 18 jurisdictions in Contra Costa County that is participating in the Federal and State mandated Clean Water Act. All the cities plus Contra Costa County and the County Flood Control District are currently developing a storm water plan to address the pollutants in the runoff, and programs to mitigate and eliminate the discharge of pollutants into the Bay.

3.4 Facility Performance Standards.

a. Parks and Recreation Facilities.

- (1) Parks: Two (2) acres of parks per 1,000 population
- (2) Recreation Facilities: One square foot per capita.

b. Fire.

- (1) A fire station within 1.5 miles of all residential and non-residential development within the City.
- (2) Six (6) minute response time.
- (3) Minimum roadway widths of 20 ft and turn-around inside diameter of 35ft.

c. Police.

Capital facilities sufficient to maintain the following response times (for first unit):

- | | |
|-----------------------------|---------------|
| (1) Life Threatening calls: | 2 - 3 minutes |
| (2) Critical Emergency: | 2 - 3 minutes |
| (3) Non-Critical Emergency: | 5 -10 minutes |
| (4) Non-emergency: | 10-30 minutes |
| (5) Other: | 30 minutes |

d. Sanitary Facilities.

- (1) Refuse Disposal and Sanitary Landfill. The SRRE and HHWE for the City of San Pablo contain specific policies and performance standards for reducing 25% of solid waste from disposal by January 1, 1995 and a 50% diversion by January 1, 2000.
- (2) Sanitary Sewer Facilities. Verification by West Contra Costa Sanitary District that adequate sewage collection and waste water treatment can be provided, shall be required for approval of any new development.

e. Water Service Facilities.

Verification by East Bay Municipal Utility District that adequate water quantity and quality can be provided shall be required for approval of any new development.

f. Flood Control and Storm Drainage Facilities.

Containment by an approved flood control and drainage system of a 100 year flood event, as determined by the Federal Emergency Management Agency (FEMA).

Reduction in the amount of pollutants discharged into the City's storm drainage system as required by the Clean Water Act and standards set down in the Countywide National Pollutant Discharge Elimination System Program (NPDES).

3.5 Implementation Policies and Programs.

P3.1 Development Mitigation Program. The City will adopt and implement a development mitigation program to ensure that new growth is paying its share of the costs associated with the provision of facilities for fire, police, parks and recreation, sanitary facilities, water, and flood control and drainage.

P3.2 Findings on Performance Standards. The City will approve development projects only after making findings that one or more of the following conditions are met:

- (1) Assuming participation in adopted mitigation programs, performance standards will be maintained following project occupancy;
- (2) Because of the characteristics of the development project, project-specific mitigation measures are needed in order to ensure maintenance of standards, and such measures will be required of the project sponsor; or
- (3) Capital projects planned by the jurisdiction or special district(s) will result in maintenance of standards.

P3.3 Capital Improvement Program. Capital projects sponsored by the City and necessary to maintain levels of performance shall be identified in a five year Capital Improvement Program (CIP). Funding sources covering the complete cost of the projects as well as intended phasing shall be generally identified in the CIP.

P3.4 Contributions to Improvements. All new development shall contribute to or participate in the improvement of the parks and recreation facilities, fire, police, sanitary facilities, water, and flood control and storm drainage systems in proportion to the demand generated by project occupants and users.

P3.5 The City of San Pablo shall monitor and review performance standards and infrastructure constraints on a periodic basis.

4. JOBS AND HOUSING OPPORTUNITIES

In recent years, Californians in urban areas have become increasingly concerned with worsening traffic congestion and deterioration of air quality. Reliance on the automobile has created patterns of development and employment that are often inefficient. Workers now routinely commute 25 miles or more from their homes to their places of employment. Jobs are dispersed throughout employment regions making the use of public transit problematic and inefficient. Additionally, car trips between home and shopping are longer when residential and commercial areas are not convenient to each other. The voters in Contra Costa County addressed this concern by passing Measure C, which calls for a countywide effort to develop a Growth Management Program to sustain the quality of life through cooperative planning and consensus building, which would address the impacts of growth. Included in the Growth Management Program is the objective of reducing the number and /or length of automobile commute trips by

addressing housing options and job opportunities (jobs/housing balance) at the local, regional and countywide level.

"Jobs/housing balance" is based on the premise that commuting, the overall number of vehicle trips, and the resultant vehicle miles traveled can be reduced when sufficient jobs are available locally to balance the employment demands of the community and when commercial services are convenient to residential areas. Lengthening commute times and growing congestion have made this a major concern in many communities.

Achieving a jobs/housing balance requires controlling the location, intensity, and nature of jobs and housing in order to encourage a reduction in vehicle trips and miles traveled and a corresponding increase in the use of mass transit and alternative transportation methods such as bicycles, carpools, and walking. Planning for a jobs/housing balance requires in-depth analysis of employment potential (existing and projected), housing demand by income group, new housing production, and the relationship between employment opportunities and housing availability. Other factors such as housing cost and transportation systems must also be evaluated.

Strategies to achieve a balance include locating higher density housing near employment centers, promoting infill development, actively recruiting businesses that will utilize the local work force, and providing affordable housing opportunities within the community. Jobs/housing provisions most directly affect the land use, circulation and housing elements of the General Plan.

The automobile makes it relatively simple for employees to commute beyond the city limits to jobs in other communities. The free flow of employees across political boundaries complicates the attempts of individual communities at balancing jobs and housing. Because of the regional nature of employment, a broader approach looking at the jobs/housing balance on a regional and countywide basis (rather than local) has the best chance for success.

4.1 Community Profile.

San Pablo, the smallest city in size in West County has an total area of 2.6 square miles. Based upon the 1990 Census, San Pablo had a population of 25,158, with a population density of 9,676 persons per square mile (highest density within Contra Costa County - the overall average for the County is 1,116 person per square mile).

San Pablo is almost entirely developed with few vacant parcels available for new development. As the City is totally encircled by the City of Richmond, new growth will be directed to redevelopment of under utilized land and through infill of the remaining vacant site located throughout the City. Both the Housing Element and Land Use

Element reflect the probability that net growth in the City will remain static, with emphasis placed more on providing a good housing mix for all income levels and a stable commercial base.

This constraint on San Pablo's future growth is reflected in the ABAG Projections 90 forecast and the West County Land Use Data Base, as San Pablo's jobs/housing balance (using the ratio of jobs/workers) is currently 0.72 and is projected to remain essentially the same through the year 2010. During the same period, the City of Richmond is projected to have a jobs/workers ratio of 1.03 by 2010, which will assist in maintaining a good jobs/housing balance for the larger community of the Richmond/San Pablo/El Sobrante area.

The Draft West County Action Plan contains data and jobs/housing balance projections for individual jurisdictions in West County and for the West County Region.

4.2 General Goals.

G4.1 Develop an improved understanding of the relationship between land use and transportation demand through the General Plan revision process; ongoing traffic impact analyses; participation in development of West County Regional Routes Action Plan; and other programs implementing the Growth Management Element.

G4.2 Seek to reduce commute trips and average commute length through policies and programs that address housing options and job opportunities in the City, the subregion and the County.

G4.3 Strive to ensure the availability of affordable housing while implementing the goals and policies of the Growth Management Element.

G4.4 Provide a reasonable opportunity for people to live and work within the local community.

4.3 Implementing Policies and Programs.

P4.1 Evaluate the impact of proposed General Plan amendments on the availability of job and housing opportunities and the potential for reducing commute trips and average commute length.

P4.2 Implement an economic development program that seeks to attract employment opportunities for local residents and others residing near local job centers.

P4.3 Provide housing opportunities for persons of all income levels and household composition, consistent with the policies of the City's Housing Element.

P4.4 Maintain a jobs/housing balance as a method of potentially reducing the need for lengthy commute trips.

P4.5 So that implementation of the Growth Management Element does not impede development of affordable housing, the City will develop programs to subsidize the cost of mitigation measures which would otherwise be required of affordable housing developers, consistent with policies of Goal II of the City's Housing Element.

5. GLOSSARY

5.1 Basic Routes

All local roads not designated as Routes of Regional Significance; Level of Service standards apply to all signalized intersections on Basic Routes.

5.2 Capital Facilities

Land, buildings and equipment, or portions thereof, valued at \$10,000 or more per unit, and with a life expectancy of at least five years.

5.3 Capital Improvement Program (CIP)

A multi-year budgeting tool, typically covering a 4 to 7 year period, which makes projections regarding annual expenditures for acquisition, construction, rehabilitation and replacement of public buildings and facilities. These include sewer, and street improvements; street lights; traffic signals; parks; and police and fire facilities.

5.4 Congestion Management Program (CMP)

A long range program approved by the voters of California (Prop 111) in June 1990. The program is intended to manage traffic congestion through generation of gas tax revenues that will be dedicated to highway, rail, and transit improvements statewide. Approximately 16% of funds are allotted to local jurisdictions for local street maintenance and improvements, provided that each jurisdiction conforms to requirements of the CMP. The CCTA has been designated as the Congestion Management Agency for Contra Costa County, and

is responsible for preparing the CMP for the county and all jurisdictions within the county. The CMP contains the following principal components:

- Standards for managing highway congestion and monitoring transit;
- A seven year plan for highway and transit improvements;
- Strategies for reducing the number of cars on the road;
- Programs to evaluate land use decision impacts on transportation.

5.5 Contra Costa Transportation Authority (CCTA)

The Agency responsible for the implementation Measure "C" Growth Management Program for Contra Costa County and assisting and monitoring local jurisdiction compliance with Program requirements.

5.6 Goal

Statement describing in general terms a condition or quality desired by the City. Goals may be used as the policy basis for standards and objectives.

5.7 Infrastructure

Non-mobile capital facilities, usually publicly owned, which are used to provide transportation and utility services. Infrastructure includes streets and highways, water lines, and storm and sanitary sewer lines.

5.8 Jobs / Housing Balance

Providing reasonable opportunity for people to live and work within the local community and (for purposes of the Growth Management Element) the West County sub-region. Factors used to determine a good jobs/housing balance include affordability of housing, number of housing units, number of jobs, number of workers and typical commute times between home and work.

5.9 Land Use Definitions

The following definitions apply to land use terms used in the Growth Management Element to determine acceptable traffic levels of service:

(1) Rural. Generally those areas of the City designated in the General Plan for open space or very low density residential uses, and which are characterized by large parcel sizes of 10 acres or more. These areas have very low population densities, usually no more than 1 person per acre.

(2) Semi-Rural. Areas of the City designated in the General Plan for open space or very low density residential uses, with predominant parcel sizes down to 2 or 3 acres. Population densities in these areas usually range from 1 to 1.5 persons per acre.

(3) Suburban. Areas of the City designated in the General Plan for low density single family homes and low density neighborhood and community oriented commercial / industrial uses. Individual structures in suburban areas are generally less than 3 stories in height and residential lots vary from about 8,000 sqft up to 2 or 3 acres. Population densities in suburban areas fall within a wide range, from about 1.5 to 12 persons per acre (1,000 to 7,500 persons per square mile).

(4) Urban. Areas of the City designated in the General Plan primarily for smaller single family lots and multiple family housing; low to moderate density commercial and industrial uses; and many other accompanying uses. Urban areas usually include clusters of residential buildings (apartments and condominiums) up to three or four stories in height and single family homes on relatively small lots. Many commercial strips along major arterial roads are considered urban areas. Population densities in urban areas are usually at least 12 persons per acre. Employment densities in commercial areas may range up to about 15 jobs per acre.

(5) Central Business District/Major Commercial Center. Areas of the City designated in the General Plan for high density commercial and residential uses. They consist of either the downtown area of a major city (Walnut Creek, Concord, Richmond) or a large business park such as Bishop Ranch. These areas are characterized by large concentrations of jobs and consist of clusters of buildings four stories or more in height.

5.10 Level of Service (LOS)

A means of comparing traffic volumes with roadway capacity to qualitatively measure the degree of congestion of the roadway. LOS is described by a letter scale from A to F. "A" represents the best service and "F" represents the worst. LOS E occurs when the volume of traffic approaches the road's capacity and is characterized by low operating speeds and numerous delays with congestion. LOS F represents a forced flow situation with more traffic attempting to use a road than it can handle. LOS F is characterized by stop-and-go traffic with numerous lengthy delays. For purposes of the Growth Management Program, Circular 212 Operations and Design Method described in the 1985 Highway Capacity Manual is the adopted method to be used to determine LOS calculations. (Refer to the CCTA "Technical Procedures Manual", January 1991 for details).

Level of Service "A"	0.00 to 0.59 V/C
Level of Service "B"	0.60 to 0.69 V/C
Level of Service "C"	0.70 to 0.79 V/C
Level of Service "D"	0.80 to 0.89 V/C
Level of Service "E"	0.90 to 0.99 V/C
Level of Service "F"	1.00 and higher V/C

5.11 LOS Standards

Standards used to measure effectiveness of signalized intersections on Basic Routes. Standards for intersections in various land use designations are listed in Section 2.3 of the Growth Management Element.

5.12 Measure "C"

Adopted by Contra Costa County voters in November, 1988. It established a 0.5% sales tax throughout the County, which is dedicated to development and improvement of transportation facilities in the County. Local jurisdictions are required to develop and implement a Growth Management Element in their General Plans to be eligible for return to source funds from Measure "C".

5.13 Peak Hour

The period during which the highest number of trips occur during a single hour in the day. For purposes of the Traffic Model for the West County sub-region, an A.M. Peak of 7:30 a.m. to 8:30 a.m. and a P.M. Peak of 5:00 p.m. to 6:00 p.m. was used to determine traffic flow during peak hours.

5.14 Performance Standards

Statement representing a commitment by the City to attain a specified level or quality of performance through its programs and policies.

5.15 Policy

A specific statement that guides decision making. It indicates a clear commitment of the local legislative body. A policy is based on the General Plan's goals and objectives as well as the analysis of data.

5.16 Regional Routes of Significance

The network of freeways, highways and major arterials throughout the County that are beyond a local jurisdiction's capability to maintain by implementing local land use measures. Such routes carry a significant amount of through traffic that

neither originates or terminates within the jurisdiction. Regional routes may include one or more of the following characteristics:

- (1) Connects two or more "regions" of the County;
- (2) Crosses County boundaries;
- (3) Carries a significant amount of through traffic;
- (4) Provides access to a regional highway or transit facility.

Regional routes are designated by the regional committees of the Transportation Authority and must be ultimately approved by the CCTA. LOS Standards will not apply to regional routes, instead each regional committee shall develop an Action Plan that will establish traffic service objectives for such routes.

5.17 Transportation Demand Management (TDM)

A program to increase the efficiency of the transportation systems, reduce demand for road capacity during the peak hour and otherwise affect travel behavior to minimize the need for capacity increasing capital projects. A TDM program is a requirement for jurisdiction compliance with Measure "C"

5.18 Volume / Capacity (V/C)

A quantitative estimate of the ratio of street segment, or intersection, traffic volume divided by the designed capacity of the roadway. The V/C ration can be calculated for either present or future conditions. Level of Service Standards in the Growth Management Element are assigned to specific ranges of the V/C ratios (see 5.10 LOS definition)

5.20 West Contra Costa Action Plan

A transportation planning document prepared for the West County sub-region, to be developed through participation of all West County jurisdictions in a Regional Committee. The Action Plan will address regional routes and transportation systems as a whole network, rather than focus on standards at individual intersections. For each regional route, the Action Plan will assess existing conditions, establish traffic service objectives and set forth actions to be taken to manage congestion. Traffic service objectives for regional routes will take into account the fact that travel demand is influenced by many factors beyond the control of individual jurisdictions. Following Regional Committee approval of the Action Plan, the CCTA will review approved Plans from each sub-region and assemble the approved Action Plans into the Comprehensive Countywide Transportation Plan called for by Measure "C".

5.21 West Contra Costa Transportation Advisory Committee (WCCTAC)

The Regional Committee of the CCTA which addresses transportation issues in West Contra Costa County. The WCCTAC is composed of elected officials from each jurisdiction, a County Board of Supervisors member, and an elected representative from the transit agencies.



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